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ABSTRACT

Most of the recent expansion in public higher education can be attributed to demands for increasing the variety and number of educational programs, demands stemming from rapid population growth, and a clamor for innovation and alternatives in education. In meeting these demands, particularly in an environment of economic growth and an atmosphere of fiscal optimism, it should not be surprising that the implementation of new programs and the creation of new institutions would overshadow and outdistance the movement to coordination. However, while overshadowed, such movement never ceased, and as growth and expansion characterize Washington higher education, so do cooperation and integration. This report, containing early recommendations on enrollment distributions, institutional roles, academic instruction programs, and expansion in the number and capacities of community colleges, set the stage for many subsequent steps to coordinated programming in this state. The primary purpose of this draft outline was to broach the subject of comprehensive long-range educational planning and stimulate its discussion. Suggestions from institutions of higher education influenced the second version of the outline. This document contains the working draft of the planning outline that resulted from a third period of review and reaction. (Author/PG)

ED 095786

A PLANNING OUTLINE FOR THE STUDY AND COORDINATION OF WASHINGTON HIGHER EDUCATION

March, 1972

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This Outline Supercedes
Draft Outlines Dated:
February, 1971
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PREFACE

Most of the recent expansion in public higher education can be attributed to demands for increases in the variety and number of educational programs, demands stemming from rapid population growth and a clamor for innovation and alternatives in education. In meeting these demands, particularly in an environment of economic growth and an atmosphere of fiscal optimism, it should not be surprising that the implementation of new programs and the creation of new institutions would overshadow and outdistance the movement to coordination. However, while overshadowed, such movement never ceased, and as growth and expansion characterize Washington higher education, so do cooperation and integration.

An example of such cooperation, one particularly relevant to the long-range planning effort described in this document, is the 1964 Council of Presidents' general plan for the coordination of Washington higher education.* This report, containing early recommendations on enrollment distributions, institutional roles, academic instruction programs, and expansion in the number and capacities of community colleges, set the stage for many subsequent steps to coordinated programming in this state.

In 1965, when the need for an office to work with the institutions, the Governor, and the Legislature on matters related to higher education became

*A Plan for Public Higher Education in Washington

apparent, the Temporary Advisory Council on Public Higher Education (TACPHE) was created. Upon study of the growing problems of higher education, TACPHE recommended creation of a community college system separate from the four-year institutions. In accordance with this recommendation, in 1967 the Legislature created the State Board for Community College Education. During its second biennium, TACPHE recommended establishment of a permanent planning and coordinating body for Washington higher education, and the Legislature responded in 1969 with the creation of the Council on Higher Education, assigning to it the responsibility to develop a comprehensive plan.

As the Council's first step in the development of a plan, a Tentative Planning Outline was prepared in February, 1971. The primary purpose of this draft outline was to broach the subject of comprehensive long-range educational planning and stimulate its discussion. The draft was submitted to the institutions of higher education for review. After studying it carefully, they prepared suggestions for its modification and communicated them to the Council. These suggestions influenced the second version of the Outline, submitted in September, 1971. The second version, retitled "A Planning Outline for the Study and Coordination of Washington Higher Education," precipitated another period of review and reaction, a period culminating in this, the third, and working draft of the Planning Outline. With this process completed, the emphasis shifts to planning.

W.C.
Olympia, Washington CHE: March, 1972

A PLANNING OUTLINE FOR THE STUDY AND COORDINATION OF WASHINGTON HIGHER EDUCATION

1. Introduction: Planning and Washington Higher Education

In 1969, the Legislature created the Council on Higher Education and gave it responsibility for coordinating the State's higher education programs. A significant portion of this coordinating role is suggested by the Council's statutory planning functions (Sections 28B.80.020, et. seq., RCW). The Council is to engage in overall planning for Washington higher education, and to this end:

a. Assess and define the educational needs of the state;

b. Identify priorities among defined needs and specify resources necessary to meet them;

c. Recommend and coordinate studies to determine how these needs are being met;

d. Differentiate roles for the Community College system and the public four-year institutions, identify the most effective division of responsibility among them for meeting defined needs, and, to facilitate this,

   (1) Review new degree programs;

   (2) Recommend institutions to grant them;

   (3) Evaluate proposals for the elimination of existing degree programs;

   (4) Identify changing conditions which may require the revision of assigned roles and division of responsibility; and,

e. Study and make recommendations concerning adult education and public service programs.

The Council must also determine the need for new four-year institutions, and, as appropriate, recommend their establishment, location, and roles. Recognizing the important roles of the autonomous institutions of this state, the statutes emphasize the need to preserve institutional initiative and voluntary cooperation. This concern has important implications for the style of higher education planning in Washington.

The Legislature's statutory planning prescriptions accord with the view that educational planning is the process by which educational needs are determined, resources are identified, and priorities are established: that planning is thinking ahead with a view to action for improvement. They call for the identification of goals and objectives, or ends, and the determination of appropriate means to these ends: their focus is on resource allocation. They seek to provide a means for closing the gap between "what the system is" and "what the system ought to be." Both the "Is" and the "Ought" are major concerns.

Many of the problems confronting higher education are the result of a pattern of individual institutional development that has stressed independent growth through continuous adjustment to relatively short-range needs. While coordinative efforts are characteristic, there have been few examples of carefully developed truly long-range plans, either at the state or the institutional level. There exist few measures of educational productivity and few procedures for evaluating those measures that do exist. When attempts are undertaken to specify relationships between investments into the educational process (e.g.,

appropriations, faculty salaries, physical facilities, student fees, etc.) and the benefits of that process, however measured, nearly insurmountable obstacles are encountered. Accordingly, there is no effective and accurate method to assess the relative advantages or disadvantages of different alternatives to meeting demands for instructional, research, or public service programs. This condition is compounded by tighter constraints on available resources than has been the pattern of the recent past.

Until now, decisions regarding resource allocation and utilization have concentrated on the investment, or input, dimension. As a consequence, budgetary decisions have focused almost solely on measures of input. They stress contact hours, student credit hours, faculty count, percentage distributions of faculty effort, faculty salary details, utilization of space, etc. Because of the complexity of such matters, it has not been possible to direct much attention to measures of output or to the benefits and results of public resource utilization in higher education. To quote Ernest Palola, a generally recognized planning authority:

> In the early 1950's several states adopted formulas and systematic budgetary procedures for measuring the needs of higher education. What must be noted about the adoption of such budgetary procedures is that they were not accompanied by any comprehensive academic plans, nor were the needs of higher education ever explained as a more logical basis for allocating resources. Instead, state officials have often been led, over the years, to a reliance on such formulas as substitutes for policy decisions, even when the formulas proved to be not fully adequate to the task of accommodating change in higher education.
>
> (Higher Education By Design, Office of Education, pp. 51-52.)

In the long run, such formulas and procedures may have accommodated postponement of an ordered and comprehensive examination of higher education. The need for an ordered review of higher education, and the concomitant need to move away from reliance on short-range substitutes for policy are major impetuses behind the planning effort under discussion.

The use of the adjective "ordered" in reference to comprehensive review is intentional. The pressing nature of the problems confronting higher education notwithstanding, review must not be undertaken in a crisis atmosphere, and it must not be governed by imperatives so demanding that thoroughness and reflection are denied. A planning effort hastily mounted and impelled by the need to cope with immediate crises is likely to result neither in a comprehensive plan nor in sustained improvements.

While it is important to recognize the need for long-range planning, it is also important to specify the procedure by which it is to be accomplished. There exists a necessary connection between a given policy and the process governing its determination. It is not enough to indicate that rational and enlightened policies are necessary: such policies must be workable, they must have the potential for success, and for this their developmental process must be congruent with the system they affect. In the immediate case, their development must accord with the traditions and norms of Washington higher education. The presumption of the process discussed herein is that comprehensive planning involves a variety of participants.

Finally, planning in any context must embrace flexible and adaptable methods for different levels of development and different situations. It should not be bound by a rigid framework to be fitted to all situations. Moreover, it need not be inordinately oriented to quantitative analysis. While some reliance on statistics is necessary, statistics must be recognized as indicators of education's qualitative aspects, not as ends in themselves.

Hence, the planning concepts considered in this outline stress the development of extra-institutional goals, emphasize broad involvement in the planning process, embrace flexible and adaptable methods, and encourage studied and thorough examination of issues.

Professional planners often employ the notions of strategic and tactical planning.* Strategic planning involves development of the overall framework. Its concerns are the fundamental assumptions, the long-range goals, roles and missions of the individual institutions of higher learning, and generally, the basic "premises, value judgments, philosophies, and purposes," of the system.**

* See Glenny, Lyman A., et. al., Coordinating Higher Education: Guidelines for Statewide Systems, 1971, University of California, Berkeley, pp. 41, ff.

**idem., p. 42.

> Strategic planning provides the framework within which tactical planning is developed and implemented. It is subject to few changes (if any) between major planning cycles and ought to reflect the fundamental assumptions about post-secondary education, the long-range societal objectives and goals, and the principal missions, roles, and functions of all educational institutions and agencies.*

Tactical planning, occurring in the context of a strategic plan, emphasizes relatively shorter-ranged decisions involving such matters as new instructional programs, new campus sites (as distinct from new institutions), modifications in student aid programs, budget formulas, etc. Tactical planning is not aimed at constructing or reconstructing a comprehensive plan, though it is usually directed to particular elements of relatively high priority. While strategic planning is usually undertaken infrequently, tactical planning is a more continuous process. The planning process and outline under discussion are directed to the development of a comprehensive plan. Hence, they are strategic in scope.

2. The Planning Outline

The rather consistent listings of topics usually associated with higher education suggest that comprehensive planning can be undertaken in accordance with a topic outline containing a relatively limited number of headings. It may be assumed that comprehensive planning should embrace such broad subjects as instructional programs, enrollments and admissions, physical facilities,

*Report of the Task Force on Statewide Comprehensive Planning for Post-secondary Education, Education Commission of the States, p. 40.

finances, faculty, students, institutional roles, and private higher education. These, and other topics not specifically identified, may be organized in any of several ways.

A structure for the classification of institutional activities currently receiving attention at institutional and coordinating board levels throughout the country is that developed by the Western Interstate Commission on Higher Education (WICHE). Though designed for use primarily at the institutional level, WICHE's Program Classification Structure has the potential for application at the interinstitutional, or strategic planning level. It classifies educational activities by major intent. By focusing on program intent, attention is focused on what it is the program seeks to accomplish, and recognition of the "purpose" dimension is assured. Investments into the educational process are then considered in terms of their relationship to programs, and to program purposes.

All programs are classified as either Primary or Support. Primary educational programs are Instruction, Organized Research, and Public Service.* The Support programs are Academic Support, Student Service, Institutional Support, and Independent Operations (these are the WICHE classifications; they are modified somewhat in the outline presented on the following pages).

*There is current controversy over whether these three programs, Instruction, Research, and Public Service, should be considered higher education's (sole) primary programs. While these WICHE classifications guide the following outline, and these three programs are classified primary therein, it is recognized that a major concern of the planning effort must be the identification of primary programs for Washington higher education.

The WICHE Program Classification Structure was developed as a means for organizing educationally-oriented activities in a consistent manner. Again, it is designed primarily for use at the institutional level, but because it is aimed at this level, developed largely by representatives from the institutions, and since one objective of comprehensive planning is coordination of institutional programs, its potential applicability to such planning is clear. In applying this format, however, the somewhat artificial separation of activities must not be misconstrued. While programs can be separated for analytical purposes, strong relationships exist between them, e.g., between Instruction, Research, and Public Service, and these relationships must be recognized as each program is reviewed.

The planning outline on the following pages embraces ten major topic headings: Enrollments and Admissions, Instruction, Research, Public Service (the Primary programs), Academic Support, Student Services, Institutional Support (three Support areas), Governance, Financing, and Private Higher Education. An eleventh segment involves consideration of output measurement, resources, and demands under the heading, A Basis for Planning. These topics are organized into an outline on the following pages. It should be noted that it is skeletal; it is like a broad table of contents. A major responsibility in the planning process involves the provision of substance to the individual topic outlines.

I. HIGHER EDUCATION IN WASHINGTON: GOALS AND OBJECTIVES

(This segment will consist of the recommendations of each of the remaining major planning topics.)

A. THE GOALS OF WASHINGTON HIGHER EDUCATION

1. Guidelines for the Operation and Development of the Four-Year Public Colleges and Universities

   a. The Institutional Roles and Missions of the University of Washington

   b. The Institutional Roles and Missions of Washington State University

   c. The Institutional Roles and Missions of Central Washington State College

   d. The Institutional Roles and Missions of Eastern Washington State College

   e. The Institutional Roles and Missions of The Evergreen State College

   f. The Institutional Roles and Missions of Western Washington State College

2. The Purposes and Missions of the Community Colleges

3. The Roles and Missions of the Vocational-Technical Institutions

4. The Roles and Missions of Washington's Private Higher Educational Institutions

5. The Roles and Missions of the Extra-Institutional Agencies of Washington Higher Education

B. THE OBJECTIVES OF THE COMPREHENSIVE PLAN: A RESTATEMENT OF FINDINGS AND RECOMMENDATIONS CONCERNING:

1. The Status and Outcomes of Washington Higher Education

2. Enrollment and Admissions

3. Instructional Programs

4. Organized Research Programs

5. Public Service Programs

6. Academic Support Programs

7. Student Service Programs

8. Institutional Support Programs

9. Governance

10. Financing

11. Private Higher Education

C. IMPLEMENTING THE COMPREHENSIVE PLAN

II. HIGHER EDUCATION IN WASHINGTON: A BASIS FOR PLANNING

A. THE STATUS OF WASHINGTON HIGHER EDUCATION

1. The Resources

   a. The Public Colleges and Universities

   b. The Community Colleges

   c. Vocational-Technical Institutes

   d. The Private Colleges and Universities

   e. Interinstitutional Cooperation and Coordination

      (1) CHE

      (2) SBCCE

      (3) The Council of Presidents

      (4) Washington Association of Community Colleges

      (5) Coordinating Council for Occupational-Technical Education

      (6) (Others)

2. The Concerns: Problem Areas of the 1970's

   a. Enrollments and Admissions

   b. Instructional Programs

   c. Educational Costs

   d. Educational Coordination

   e. (Others)

3. The Needs of the 1970's

   a. Society's

   b. The Individual's

   c. The Institution's

   d. The Education Community's

4. The Outlook for the 1970's

   a. Population Trends

   b. Economic Trends

   c. Growth, Stability, Contraction

B. MEASURING THE OUTPUTS OF HIGHER EDUCATION

1. Instructional Outcomes*

   a. Cognitive Attributes of Students

   b. Affective Attributes of Students

   c. Tangible Attributes of Students

2. Institutional Environment Variables

   a. Academic Environment Attributes

   b. Social Environment Attributes

3. Research Outcomes

4. Public Service Outcomes

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*These educational outcome measurement variables are taken from the WICHE inventory of Educational Outcomes and Activities (Preliminary Draft, Technical Report No. 15, January, 1971). Their use in this outline does not necessarily imply their application to the educational outcome measurement activities of this state. They are listed to illustrate their complexity and the state of their development at WICHE.

C. THE PURPOSES AND SCOPE OF THE COMPREHENSIVE PLAN

1. The Study Plan

2. The Planning Process

3. Implementation and Evaluation

D. FINDINGS AND RECOMMENDATIONS

III. ENROLLMENT AND ADMISSIONS POLICIES FOR WASHINGTON HIGHER EDUCATION

A. ENROLLMENTS

1. Enrollment Projections

   a. The Student Population

      (1) Emigration

      (2) Immigration

      (3) Birth/Attrition

      (4) Socio-Economic Distribution

      (5) Sex and Race

   b. Enrollment Trends

      (1) Projections for Lower Division Education

         (a) Academic

         (b) Vocational/Technical

         (c) Community Service

      (2) Projections for Upper Division Education

      (3) Projections for Graduate and Professional Education

   c. Enrollment Mix

      (1) By Institution

      (2) By Major or Program (Academic, Voc/Tech, Community Service)

      (3) By Location (on/off campus)

      (4) By Time (day/night)

      (5) By Load (full/part-time)

B. ADMISSIONS

1. Entrance Requirements

2. Progression, Retention, and Transfer

3. Coordinating Admissions

   a. Articulation

   b. Deferred Enrollments

   c. (Others)

C. FINDINGS AND RECOMMENDATIONS

IV. PRIMARY PROGRAMS OF WASHINGTON HIGHER EDUCATION: INSTRUCTION

A. THE INSTRUCTIONAL ROLES AND MISSIONS OF THE INSTITUTIONS OF HIGHER EDUCATION IN WASHINGTON

B. INSTRUCTIONAL PROGRAMS IN THE PUBLIC AND INDEPENDENT INSTITUTIONS OF HIGHER EDUCATION--PRESENT

1. Certificate and Nondegree Programs

2. Associate Degree Programs

   a. Vocational/Technical

   b. Academic Transfer

3. Baccalaureate Programs

4. Graduate Programs

5. Professional Programs

6. Adult, Continuing Education, and Retraining Programs

C. STUDENT EDUCATIONAL AND CAREER NEEDS

1. Current Circumstances

2. The Future

D. FACULTY INSTRUCTIONAL PROGRAM ROLE AND NEEDS

1. Ranked Faculty

2. Nonranked Faculty

E. INSTRUCTIONAL PROGRAM EVALUATION AND COORDINATION

1. Instructional Program Accreditation, The Place of the Accrediting Associations

2. Adding, Consolidating, Eliminating Existing Instructional Programs

a. Institutional Criteria

b. CHE Criteria

3. Instructional Program Integration and Interprogram Articulation

F. INSTRUCTIONAL PROGRAMS IN THE PUBLIC AND INDEPENDENT INSTITUTIONS OF HIGHER EDUCATION--FUTURE

1. Regular Instruction

2. Special Instruction

3. Extension Instruction

G. RECOMMENDATIONS CONCERNING INSTRUCTIONAL PROGRAMS

V. PRIMARY PROGRAMS OF WASHINGTON HIGHER EDUCATION: ORGANIZED RESEARCH

A. ORGANIZED RESEARCH ROLES AND MISSIONS OF WASHINGTON'S INSTITUTIONS OF HIGHER EDUCATION

B. THE PUBLIC AND INDEPENDENT INSTITUTION AND RESEARCH CENTER RESOURCES OF WASHINGTON HIGHER EDUCATION

1. Current Programs

2. The Future

C. THE ROLE AND IMPORTANCE OF INDIVIDUAL AND PROJECT RESEARCH AND CREATIVE ACTIVITY PROGRAMS

1. Current Programs

a. Faculty Research and Consulting

b. Student Research Activities and Programs

c. Faculty and Student Creative Activity Programs

2. The Future

3. The Search for Balance

D. RECOMMENDATIONS CONCERNING ORGANIZED RESEARCH PROGRAMS

VI. PRIMARY PROGRAMS OF WASHINGTON HIGHER EDUCATION: PUBLIC SERVICE

A. THE PUBLIC SERVICE ROLES AND MISSIONS OF WASHINGTON'S INSTITUTIONS OF HIGHER EDUCATION

B. THE CURRENT PUBLIC SERVICES OF WASHINGTON PUBLIC AND INDEPENDENT HIGHER EDUCATION

1. Education Television
2. Extension Services
3. Medical Services
4. Teacher Training
5. Community Services
6. (Other Public Services)

C. THE DEMAND AND NEED FOR PUBLIC SERVICES

D. RECOMMENDATIONS CONCERNING PUBLIC SERVICE PROGRAMS

VII. THE SUPPORT PROGRAMS OF WASHINGTON HIGHER EDUCATION: ACADEMIC SUPPORT

A. LIBRARIES, EDUCATIONAL ELECTRONIC MEDIA, AND LEARNING RESOURCE CENTERS

1. Current Operations
   a. Facilities
   b. Personnel
   c. Programs
2. Financial Requirements
3. Future Operations
   a. Technological Advances in Learning Resource Management
   b. Inter-Library Pooling and Cooperation
   c. (Others)

B. COMPUTING SUPPORT

1. Current Resources
2. Needs and Demands
3. Future Requirements

C. ANCILLARY SUPPORT PROGRAMS

D. RECOMMENDATIONS CONCERNING ACADEMIC SUPPORT PROGRAMS

VIII. THE SUPPORT PROGRAMS OF WASHINGTON HIGHER EDUCATION: STUDENT SERVICES

A. PROGRAMS TO EXPAND HIGHER EDUCATION ACCESSIBILITY

B. COUNSELING AND CAREER GUIDANCE PROGRAMS

1. Academic Orientation and Guidance

2. Career Guidance

3. Placement

C. FINANCIAL AID PROGRAMS

1. Financial Aid, Scholarships, and Assistantships

2. Grant and Loan Programs

3. (Other Student Aid Programs)

D. SOCIAL AND CULTURAL DEVELOPMENT PROGRAMS

E. STUDENT SUPPORT PROGRAMS

1. Housing

2. Health Services

3. Bookstores

4. Intramural Athletic Programs

5. Intercollegiate Athletic Programs

6. (Others)

F. RECOMMENDATIONS CONCERNING STUDENT SERVICE PROGRAMS

IX. THE SUPPORT PROGRAMS OF WASHINGTON HIGHER EDUCATION: INSTITUTIONAL SUPPORT

A. PHYSICAL FACILITIES

1. Current Resources
2. Current Utilization
3. Planned Facilities
   a. Construction Schedules
   b. Funding Schedules
4. Need for Additional Facilities
   a. Academic
   b. Polytechnical
5. Need for New Facility Concepts
6. Projected Costs
   a. Construction Costs
   b. Capital Outlay Financing

B. FACULTY RESOURCES

1. Demand and Supply
   a. Present Faculty
      (1) Estimates of Supply
      (2) Changing Requirements for Faculty
   b. Projected Needs
      (1) Student/Faculty Ratios
      (2) Recruitment
      (3) Orientation

2. Salaries, Fringe Benefits, and Working Conditions

   a. Appointment and Reappointment

   b. Workload

   c. Professional Leave

   d. Promotion and Rank

   e. Salaries

   f. Retirement

3. External Associations and Bargaining Agents

C. NONTEACHING STAFF RESOURCES AND CONDITIONS OF EMPLOYMENT

1. The Nonteaching Staff

   a. Numbers

   b. Classifications

   c. Projected Staffing Requirements

2. Conditions of Employment

   a. Salaries

   b. Working Conditions

   c. Fringe and Institutional Benefits

3. Nonteaching Staff External Associations and Bargaining Agents

D. RECOMMENDATIONS CONCERNING INSTITUTIONAL SUPPORT PROGRAMS

X. GOVERNANCE IN WASHINGTON HIGHER EDUCATION

A. THE LEGAL NATURE AND STATUS OF WASHINGTON INSTITUTIONS OF HIGHER LEARNING

B. THE STRUCTURE OF GOVERNANCE

C. DUTIES AND RESPONSIBILITIES OF REGENTS/TRUSTEES

1. General

2. Financial

D. THE PRESIDENT AND THE ADMINISTRATION

E. THE COMMUNITY COLLEGE PATTERN

1. The SBCCE

2. The District

3. The District Administrator

4. The Campus Administrator

F. DECISION-MAKING

1. Who Governs?

2. Who Participates?

a. The Governing Board

b. The President

c. The Administration

d. The Faculty

e. The Students

f. The Public and Its Representatives

G. RECOMMENDATIONS CONCERNING GOVERNANCE IN WASHINGTON HIGHER EDUCATION

XI. FINANCING WASHINGTON HIGHER EDUCATION*

A. OPERATIONAL FINANCE

1. Role of State in Financing Higher Education Services
2. Status of Budgeting Systems
3. Comparability of Data
4. Program Budgeting

B. SYSTEMS OF CAPITAL FINANCE

1. Revenue Bonding
2. General Obligation Bonding
3. Current Appropriations

C. FEES AND CHARGES

1. Regularly Enrolled Students
   a. Tuition Deferral, Educational Voucher, and Others
   b. Methods for Determining Appropriate Fee Levels
   c. Use of Fees and Charges in Support of Services
   d. Differential Fees by Program and Level of Instruction
2. Nonregularly Enrolled Students

D. DEVELOPMENT OF UNIFORM HIGHER EDUCATION FINANCE DEFINITIONS AND CATEGORIES

E. RECOMMENDATIONS CONCERNING THE FINANCING OF HIGHER EDUCATION

*This outline is a truncated version of a study outline presented to the Council on June 6, 1971. It represents both a major segment of the comprehensive plan under discussion and a response to the 42nd Legislature's directive for a study of financing Washington higher education.

XII. PRIVATE HIGHER EDUCATION IN WASHINGTON

A. CHARACTERISTICS OF WASHINGTON PRIVATE EDUCATIONAL INSTITUTIONS

1. Number and Nature
2. Enrollments
3. Instructional Programs
4. Organized Research and Creative Activity Programs
5. Public Service Programs
6. Support Programs
7. Interinstitutional Cooperation
8. Sources of Financial Support

B. THE INTERRELATIONSHIPS OF WASHINGTON PRIVATE AND PUBLIC HIGHER EDUCATION

C. THE CHALLENGES TO WASHINGTON PRIVATE HIGHER EDUCATION

1. Enrollments
2. Costs
3. Expansion
4. (Other)

D. RECOMMENDATIONS CONCERNING WASHINGTON PRIVATE HIGHER EDUCATION

3. The Planning Process

Effective planning requires early establishment of a schedule describing time-lines for completion of each increment and the plan itself. Since such planning has ramifications for institutional budgetary decisions, the schedule must correspond with their budgetary and planning cycles and with the commencement of regular Legislative sessions.

Most comprehensive plans accord with a particular decade (the 1970's, 1980's, etc.). The plan under discussion applies to the decade of the 1970's. It is to be completed by January, 1975 (and the commencement of the regular session of the Forty-forth Legislature). The first and second planning phases will be completed in March, 1973 and March, 1974, respectively, in sufficient time to accord with the processes leading to the institutional budgets reviewed by the Council and considered by the Forty-forth Legislature.

a. The Organizational Approach

The organizational approach of the planning process centers on utilization of interinstitutional advisory committees, with memberships augmented by representatives from the various non-academic sectors, as the basic planning units. This is in recognition that a search for solutions to problems in higher education will be most effectively conducted when it employs the assistance of those involved in academic programming, governance, and administration, and when it includes representatives from sectors responsible for allocating the

resources, and bearing the costs, necessary to the implementation of these solutions. Moreover, as suggested earlier, long-range educational policies offer promise of success in the proportion to which their developmental processes accord with the traditional relationships of the educational system. All other things equal, a decentralized system requires decentralized planning.

The emphasis, therefore, is on the use of advisory committees in the planning process. Consequently, professional consultants will be used minimally and limited to matters requiring skills not otherwise available. Council staff involvement will center on coordination of the work of the advisory and technical committees, providing information and data, and preparing drafts of the advisory committee's reports and recommendations.

Advisory committees will consist of persons drawn from government, the citizenry, and the higher education agencies and institutions. At the institutional level, faculty, trustees and regents, administrators, and students will be represented. Particular efforts will be directed to obtaining the participation of members of existing interinstitutional committees on the advisory committees concerned with matters relevant to their areas of competence.

Washington private institutions of higher education, through their interinstitutional body, the Washington Friends of Higher Education, have revealed a desire to participate equally with the public institutions in the planning effort. Their involvement on the advisory committees will vary in accordance with their interest in the topic under study. As a general guide, they have suggested

that some matters involve public and private higher education equally. These require coordination and the participation of representatives of both segments. Other matters involve a lesser number of institutions or programs. These can be reviewed on a partnership basis, with the affected institutions or segments participating equally in the review. Still other functions involve public or private education, or single institutions, separately. These should be considered on an individualized basis. The planning outline on the preceding pages is designed to accommodate the involvement of the independent institutions on these terms. The advisory committees discussed below reflect the participation of representatives from this sector of Washington higher education.

Advisory committees must be sufficiently large to permit the creation of subcommittees (or technical committees), but not so large as to be unwieldy. Their number must be limited for purposes of coordination, and their particular charges should parallel the topics of the planning outline. These criteria suggest advisory committees on the order of the following:

1. Committee I: Committee to Study the Measurement of Higher Education Outputs, Enrollments, and Admissions: Outline Topics II, III.

   This committee will consist of representatives of the presidents of both the public and independent four-year and two-year institutions. Representatives of the Governor's Office, the Office of Program Planning and Fiscal Management, and the State Legislature will also be included. The technical committees should include members of the campus planning offices, registrars' offices, finance offices, and the graduate

schools. Also included should be representatives of the various faculties and student bodies.

Total Committee Membership should not exceed 20 persons.

2. Committee II: The Committee to Study The Instructional Programs of Washington Higher Education: Outline Topic IV.

This committee will reflect a greater proportion of institutional members (public and independent, two-year and four-year) than the other advisory committees; deans, chairmen, faculty, librarians, and students--graduate and undergraduate (including teaching assistants) should be represented. Technical committees should be created and charged with examining each of the major instructional areas (e.g., health sciences, social sciences, arts and letters), vocational-technical, two-year, four-year, graduate and professional education. Representatives from government and the public should be included, as should members of the governing bodies and administrations of the institutions.

Total Advisory Committee membership should not exceed 20 persons. Technical committee members could be appointed on an ad hoc basis from the faculties of the program fields under study. Technical committees will have some members of the advisory committee on their membership, for direction and continuity, but should consist mostly of nonadvisory committee members.

3. Committee III: The Committee to Study Organized Research and Public Service Programs: Outline Topics V, VI.

This committee will consist of some institutional presidents, public and independent, two-year and four-year, members of the public, faculty, the finance offices, and the medical and extension programs.

Total Committee membership should not exceed 15 persons.

4. Committee IV: The Committee to study Support Programs: Outline Topics VII, VIII, IX.

The charge of this committee is the Academic, Student Service, and Institutional Support programs. It will probably have to organize itself into three units. Since it is primarily concerned with intramural matters, it will consist largely of institutional personnel. Membership will include representatives selected from the finance offices, the faculty, the nonteaching staff, librarians, students, student aid offices, the governing boards, the administration, counselors, the planning offices, etc. Repersentatives of the public, the Legislature, and the Governor's Office should be also appointed (since this committee is considering matters with important cost ramifications--physical facilities, collective bargaining, conditions of employment, student aid programs, etc., it should contain members from outside the immediate academic community).

Total Committee membership should not exceed 20 persons. Noncommittee members would be asked to serve on technical committees on an ad hoc basis.

5. Committee V: The Committee to Study Governance in Higher Education: Outline Topic X.

This committee will be one of the smaller committees. Since its subject of concern is primarily an institutional matter, it will consist heavily of institutional personnel, particularly members of the governing boards and representatives of the higher ranges of the administrative hierarchies. Students and faculty should be represented. Public membership will be heavily oriented to the governmental offices, particularly the legislative.

Total Membership of this committee should not exceed 10 persons.

6. Committee VI: The Committee to Study Higher Education Financing: Outline Topic XI.

This segment of the comprehensive plan is currently under study. A task force consisting of ten representatives of the institutions, four-year and community college, has been appointed to develop uniform higher education finance definitions. The full Advisory Committee has not been appointed.

Total Membership of this committee should not exceed 15 persons.

7. Committee VII: The Committee to Study Private Higher Education: Outline Topic XII.

   This committee will consist primarily of representatives of the private institutions, but will also include some members from the public institutions, the government, and the public.

   Total Membership of this committee should not exceed 15 members.

The number of advisory committees is small (seven), and they are conceived so that the major topic headings of the planning outline are distributed among them more or less evenly (although some variance in workloads is unavoidable). The advisory committees will study their assigned planning topics and formulate recommendations relevant to them. These recommendations will be carried forward for inclusion into the comprehensive plan.

Advisory committees should proceed in the most expeditious manner, holding public hearings, on or off campus, collecting and analyzing data, etc. Members will be assisted by institutional personnel (and persons not directly associated with the institutions, as necessary) appointed to technical committees (task forces) on an ad hoc basis. Technical committees will be charged by the parent advisory committee and required to report their findings at the end of the allotted time period. The use of technical committees, or task forces, is necessary in those areas where a wide range of particular matters requiring close attention and expert opinion exists. The Instructional Program area is an example. Here the designation of technical committees, or task forces, for each of the major groupings of instructional programs (arts and letters, social sciences, health sciences, graduate education, etc.) appears appropriate.

Directly overseeing the planning process is the Steering Committee, a unit of the Council on Higher Education. Each advisory committee is to transmit its report, consisting of its findings and recommendations, to the Steering Committee. The Steering Committee will review, discuss, coordinate, and transmit these reports to the full Council as part of the comprehensive plan.

Accordingly, the planning process involves four echelons. At the top is the Council on Higher Education, statutorily responsible for the development of the comprehensive long-range plan. Below the Council, forming the second echelon, is a Council unit functioning as Steering Committee for the planning process. Below it, at the third echelon, are the seven advisory committees. The fourth echelon consists of the ad hoc technical committees, or task forces, empaneled by the advisory committees to undertake study of particular matters.

Individual institutions will be given opportunities to review advisory committee recomendations before they are transmitted by the Steering Committee to the full Council. The Steering Committee is responsible for determining the membership complexion of the advisory committees; the Council of Presidents, the State Board for Community College Education, and the Washington Friends of Higher Education will be requested to nominate representatives from their institutions or segments to serve on these committees.

Travel expenses of committee members will be borne by the Council on Higher Education. The burden of released time to participate in these endeavors must be carried by the institution. The involvement of institutional representatives is essential to the development of an effective plan, and at the very least, it seems appropriate to recognize the service of each faculty or administrative member on a planning committee as comparable in value to other nonteaching endeavors when evaluating his contributions and assessing his workload.

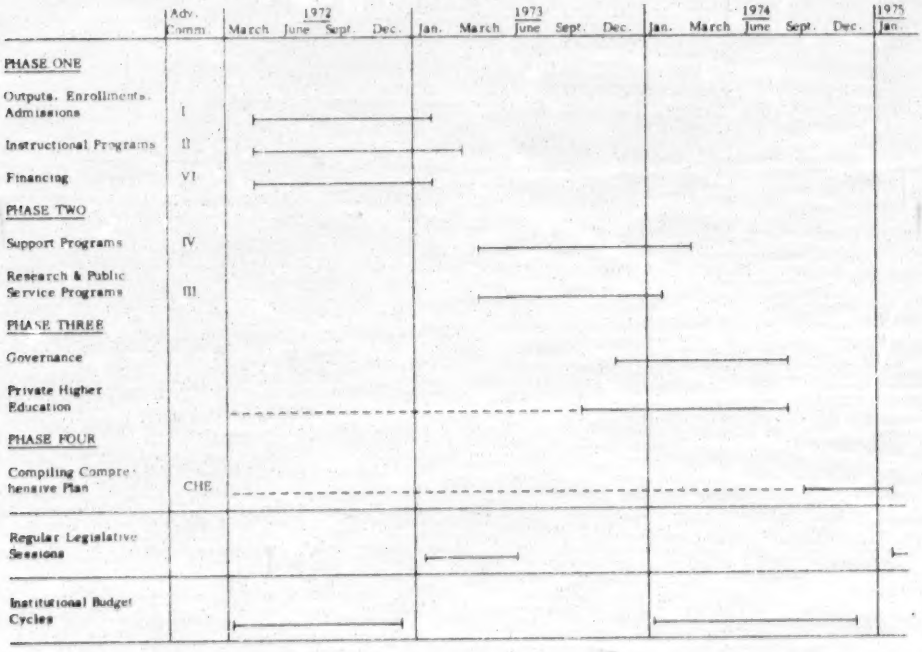
Because of the extensive committee involvement, the problem of coordination is a major one. To a large extent this will be accomplished by limiting the number of planning units operative at any given moment. However, it is clear that the problem of coordination, and the need to harmonize statewide and institutional planning efforts, extend particular importance to the planning sequence.

b. The Planning Sequence

Working within the time-frame presented by the January, 1975 completion date, a planning effort involving four phases can be projected. The First Phase, commencing March, 1972, and ending March, 1973, involves Committees I, II, and VI studying outputs, enrollments and admissions, instructional programs, and financing higher education. The Second Phase commences March, 1973, and continues to March, 1974. This phase involves Committees III and IV and

the study of Research, Public Service, and Support Programs. This phase overlaps slightly with the Third Phase, involving Committees V and VII studying respectively, Governance and Private Higher Education. The Third Phase will be completed in September, 1974, with the report of these two committees. The Fourth Phase involves compilation of the comprehensive plan, integrating the committee reports. This phase will conclude in January, 1975 with the transmission of the comprehensive plan to the Governor and the Forty-Fourth Legislature.

This planning sequence may be diagrammed in the following manner:



Although it is not represented on the above table, the Steering Committee will meet, receive reports and recommendations from the advisory committees

as they are completed and transmit them to the Council accordingly. The final compilation of the plan, again, will occur during the last three months. Recommendations concerning enrollments, admissions, instructional programs, support programs, and research and public service programs will be available in sufficient time for the public institutions to relate to them during their 1974 budgetary processes.

This schedule indicates the general dispersion of outline topics over the planning period and the procedure for keeping the workload to manageable proportions. No more than three advisory committees are operative at any time, usually there are no more than two. This schedule also arranges topics so that those having the most direct fiscal impact can be resolved in sufficient time to accommodate the institutional budgetary processes.

It is clear that some modifications in reports and recommendations will occur throughout this period. Recommendations made during the early months may be affected by subsequent studies and developments. Hence, some feedback will occur throughout the planning period, and it may be necessary to recall particular committees to restudy various topics from time to time. By the same token, it may prove necessary to revise the planning outline on occasion. Both of these eventualities will be decided as the need occurs.

Finally, planning is a continuous process--it will not end with the promulgation of a series of integrated recommendations in January, 1975. More than this, the planning process under discussion, as the first in a series of such processes, will not resolve all of the concerns of higher education. But it will provide a substantial foundation on which to build.